United Nations A/63/75–E/2008/52

General Assembly
Economic and Social Council

Distr.: General
7 May 2008

Original: English

General Assembly
Sixty-third session
Item 68 (c) of the preliminary list*
Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Economic and Social Council
Substantive session of 2008
New York, 30 June-25 July 2008
Item 9 of the provisional agenda**
Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations

Assistance to the Palestinian people

Report of the Secretary-General

Summary

During the period under review, the Palestinian economy continued to suffer hardship and decline. In the aftermath of Hamas's takeover of the Gaza Strip and the formation of a new Palestinian Authority Government under Prime Minister Salam Fayyad, the West Bank witnessed some modest economic recovery. The Gaza Strip, however, continued to experience drastic economic decline and private sector collapse due to a near-complete closure. There was significant progress in reform and pledges from international donors in the amount of $7.7 billion for a three-year period to enable the implementation of the new Palestinian Reform and Development Plan.

These developments reflected the de facto political split between the West Bank and the Gaza Strip from June 2007 onwards. While bilateral political negotiations resumed between the Government of Israel and the Palestinian Authority in the context of the November 2007 Annapolis conference and the parties committed to reaching an agreement by the end of 2008, the situation in and around Gaza was characterized by near-daily rocket fire against Israeli targets and Israeli aerial attacks and military incursions.

The present report describes efforts made by United Nations agencies and programmes, in cooperation with Palestinian Authority and donor counterparts, to support the Palestinian civilian population and institutions.

* A/63/50.
** E/2008/100.

08-33015 (E) 300508

I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 62/93, in which the Assembly requested the Secretary-General to submit to it at its sixty-third session, through the Economic and Social Council, a report on the implementation of the resolution, containing an assessment of the assistance actually received by the Palestinian people and of the needs still unmet and specific proposals for responding effectively to them. The reporting period was from May 2007 to April 2008.

2. Information on the living and socio-economic conditions of the Palestinian people is provided in reports prepared by United Nations agencies, in particular (a) the report of the Economic and Social Commission for Western Asia on the economic and social repercussions of the Israeli occupation on the living conditions of the Palestinian people in the occupied Palestinian territory, including Jerusalem, and of the Arab population in the occupied Syrian Golan (A/62/75-E/2007/13); (b) the annual report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA);[1] and (c) the Humanitarian Monitor reports of the Office for the Coordination of Humanitarian Affairs.

3. Throughout the year, the Office of the United Nations Special Coordinator for the Middle East Peace Process and Personal Representative of the Secretary-General to the Palestine Liberation Organization and the Palestinian Authority continued its efforts to support the peace process and to ensure effective coordination between the Palestinian Authority, the United Nations, the international community and the Government of Israel, as well as to document the economic and social conditions in the occupied Palestinian territory.

4. The present report provides an overview of the work of United Nations agencies, in cooperation with Palestinian and donor counterparts, to assist the Palestinian people and institutions, as described in General Assembly resolution 62/93. Also included is a summary of key political developments and challenges relevant to the reporting period as the international community responds to the crisis and works to alleviate the suffering of the Palestinian people and to support progress in the political process between the parties.

II. Overview of the current situation

A. Political context

5. Factional rivalry and clashes between Hamas and Fatah, which had begun in 2006, continued during 2007. Following a series of declared truces between the factions, President Abbas and Prime Minister Haniyeh met in Mecca in February 2007 under Saudi Arabian auspices to agree to the formation of a national unity Government. However, renewed fighting erupted, and in June 2007 Hamas forces took control of the Gaza Strip. President Abbas appointed a new Palestinian Authority Government under Prime Minister Salam Fayyad. The new Government committed itself to the basic principles of the peace process as outlined by the

[1] *Official Records of the General Assembly, Sixty-second Session, Supplement No. 13* (A/62/13).

Quartet in January 2006. In response, the international community resumed direct contact and donor assistance to the Palestinian Authority. The Government of Israel also resumed transfers of tax revenues to the Palestinian Authority, and in July 2007 the Quartet appointed Tony Blair as its representative to support Palestinian Authority institution-building and economic revitalization.

6. Bilateral Palestinian-Israeli talks under the auspices of the United States of America resumed after the formation of the new Government. At the November 2007 conference in Annapolis, attended by over 40 States, the parties made a joint declaration, pledging to restart negotiations on core issues with the aim of reaching a peace treaty by the end of 2008, with implementation subject to achievement of the benchmarks of the first phase of the road map. The joint declaration also included a commitment to immediate implementation of road map obligations and to United States monitoring of performance.

7. For its part, Prime Minister Fayyad's Government began the development of the Palestinian Reform and Development Plan 2008-2010, outlining a vision for a future State. A summary of that Plan, prioritizing the strengthening of public institutions, local government and the justice system, was presented at a donors' conference in December 2007 in Paris. In keeping with progress in the area of fiscal and security sector reform, towards the end of 2007 Palestinian Authority security forces started deploying in West Bank towns to reassert Palestinian Authority control.

8. At the same time, throughout the course of the year, rocket attacks emanating from Gaza against Israeli targets and Israeli military incursions into Palestinian territory continued. Restrictions on movement and access in the West Bank remained tight, and settlement activity and construction of the barrier continued, despite a number of positive developments and agreements between the two parties on specific measures to ease the situation on the ground.

9. In January 2008 Palestinian militants breached the border with Egypt, and hundreds of thousands of Palestinians streamed into Egypt before the border was resealed 11 days later. A suicide bombing in early February in the Israeli town of Dimona killed one Israeli civilian, and on 6 March a shooting attack on a yeshiva in Jerusalem killed eight Israelis. At the end of February intensified rocket fire included the targeting by Palestinian militants of the Israeli port city of Ashkelon with Grad missiles, and Israeli military action left more than 100 Palestinians dead before violence abated slightly in March and April 2008.

B. Humanitarian and socio-economic context

Economic and fiscal developments

10. Following the significant economic contraction and severe fiscal crisis of 2006, Palestinian gross domestic product (GDP) per capita in 2006 ($1,130) had reached a level that was 40 per cent lower than in 1999. Over two thirds of the economy, once driven by private sector investment and production, continued to be sustained by government subsidies and donor aid.[2] The main factors behind this

[2] "Investing in Palestinian economic reform and development", report for Paris pledging conference, World Bank, December 2007.

economic downturn were political uncertainties, insecurity and, in particular, trade, mobility and employment restrictions, which have intensified markedly in recent years. The economy was also affected by a 15-month interruption of regular salary payments to some 150,000 employees of the Palestinian Authority, the largest employer in Gaza and the West Bank, during 2006 and the first half of 2007.

11. The appointment of a new Government under Prime Minister Fayyad in June 2007, and the subsequent resumption of full salary payments, led to a modest rebound in the second half of the year and strengthened private sector confidence. Revenue grew with increased economic activity in the West Bank, and expenditure control was tightened with the re-establishment of the single treasury account. However, despite improvements in the West Bank, drastic private sector decline in Gaza cancelled out any real GDP growth overall in 2007.

12. At the international donors' conference in Paris in December 2007, donors pledged $7.7 billion in financial support for the Palestinian Authority over three years. By April 2008, half of the pledges targeting recurrent expenditures had been disbursed, in addition to $500 million towards budgetary support. The Palestinian Authority reduced public sector employment and focused its efforts on moving towards further reform and fiscal stability. The Authority also made progress in establishing a series of public financial management reforms, including the formation of internal audit functions, a draft procurement law and timely publication of public financial information.

Humanitarian and socio-economic developments

13. Severe levels of violence continued throughout the reporting period. In all, 998 Palestinians (100 children) were killed and a further 4,150 injured (392 children). Close to 40 per cent of these deaths were the result of internal Palestinian factional fighting. Twenty-three Israelis (4 children) were killed by Palestinians and 347 injured (9 children). Militants in Gaza launched over 1,900 rockets and mortar shells on communities in Israel.

14. Despite large inflows of aid in both 2006 and 2007, socio-economic distress continued to permeate Palestinian society. At least 56 per cent of the population in the occupied Palestinian territory was living below the official poverty line during the reporting period. Thirty-four per cent were in a state of food insecurity, and unemployment levels had increased to nearly 23 per cent, double the rate prior to September 2000.[3] Young people were hit hardest by unemployment, with 36 per cent of 20- to 24-year-olds out of work. The economic crisis also affected the refugee population, many members of which have small amounts of accumulated savings, tend to have larger families, and lack access to land-based forms of subsistence.

15. A number of health indicators in the occupied Palestinian territory showed signs of deterioration. Ten per cent of children under the age of five suffered from stunting (chronic malnutrition), an increase over previous years.[4] The prevalence of chronic disease has increased by over 30 per cent since 2005, and recent figures from the Palestinian Authority's Ministry of Health indicate that 35 per cent of pregnant women and 65 per cent of children between the ages of 9 and 12 months

[3] Palestinian Central Bureau of Statistics labour force studies, 2008.

[4] 1996: 7.7 per cent; 2000: 8 per cent; 2004: 9.9 per cent.

attending Palestinian health centre facilities are anaemic.[5] United Nations studies in the past year point to a significant deterioration in students' academic achievements, particularly in Gaza, where 80 per cent failure rates in mathematics and 40 per cent failure rates in Arabic have been noted and dropout rates have increased for both male and female students.

Gaza

16. The situation in the Gaza Strip continued to deteriorate throughout the reporting period. Under near total closure, living conditions and livelihoods plummeted to new depths. Some 95 per cent of Gaza's industrial operations were suspended, transforming it into a consumer economy driven by public sector salaries and humanitarian assistance. The percentage of Gaza's population living in deep poverty[6] has been steadily increasing, rising from 21.6 per cent in 1998 to nearly 35 per cent in 2006. With continued economic fallout in 2007 and even stricter closures, the current rate is expected to be much higher. Thirty-three per cent of Gazans are unemployed and 80 per cent rely on United Nations food and other direct assistance.

17. In October 2007 the Government of Israel began decreasing the amount of fuel permitted into Gaza, including amounts overseen by the temporary international mechanism to ensure supplies to the power plant, health facilities and water and sanitation installations. Strikes conducted by fuel distributors inside the strip, in protest of these restrictions, further exacerbated the situation, as did an attack on the Nahal Oz fuel crossing by Palestinian militants in April 2008, which killed two Israeli contractors and led to a suspension of supplies.

18. The efficiency of water networks deteriorated from 70 per cent in June 2007 to 55 per cent in February 2008, owing to a lack of spare parts and materials. From January 2008 onwards, 40 million litres of raw and partially treated sewage per day were emptied into the sea. Increased inefficiency of public health-care administration and management, intermittent strikes and a lack of specialized equipment and maintenance strained health-care delivery, forcing twice the number of patients to seek permits for treatment outside Gaza as did prior to June 2007.

Movement and access

19. Targets relating to the 2005 agreement on movement and access were effectively abandoned following the June 2007 takeover of the Gaza Strip by Hamas. Since then, the Rafah crossing has been closed, with few exceptions. In January 2008, Gaza militants forcibly breached the border and Palestinians crossed between Gaza and Egypt for 11 days. In March 2008, some 300 medical patients were allowed into Egypt.

20. Commercial crossings into Israel (Karni, Kerem Shalom and Sufa) were open for importing international humanitarian and limited commercial goods. However, by March 2008 restrictions had resulted in a 77 per cent decline in the monthly average of imported truckloads from pre-June 2007 rates. All exports out of Gaza

[5] Palestinian Family Health Survey, 2006, and Ministry of Health nutrition surveillance system, 2006.

[6] Defined by the Palestinian Central Bureau of Statistics as a budget of 1,837 new Israeli shekels for a family of six for food, clothing and housing only.

were blocked, with the exception of 78 truckloads largely filled with flowers and strawberries, grown with the support of donor assistance and after intervention by the international community, in late 2007. The Erez crossing remained closed for Palestinians during the same period, except for medical cases and a small number of merchants.

21. There was no progress on construction of a seaport or airport, or on the establishment of a link between the West Bank and Gaza, as envisaged in the agreement on movement and access. In April 2008 the Government of Israel announced its intention to remove 61 roadblocks in the West Bank, a trust-building gesture welcomed by the international community. The Office for the Coordination of Humanitarian Affairs subsequently determined that the removal of five of the obstacles would have a significant impact on movement in the West Bank. The number of remaining obstacles to movement in the West Bank currently stands at 612. Movement into urban East Jerusalem through the barrier became more restricted with the implementation of new permit and identification procedures. In the past three years the number of crossing points through the barrier has steadily decreased. By April 2008 two thirds of these crossings were closed to West Bank residents. The difficulty of obtaining a permit to enter Jerusalem has resulted in a decrease of as much as 50 per cent in the number of patients visiting the six specialist hospitals in East Jerusalem over the past several years.[7]

Barrier

22. Barrier construction continued despite the advisory opinion rendered by the International Court of Justice in July 2004 and General Assembly resolution ES-10/17 of 15 December 2006. As of April 2008, approximately 57 per cent (723 km) of the planned route of the barrier was completed. Nearly 250,000 Palestinians will reside in villages and towns totally or partially surrounded by the barrier if it is completed, and some 25 per cent of East Jerusalem's Palestinians will be cut off from the city.

23. By its resolution ES-10/17, the General Assembly also established the United Nations Register of Damage Caused by the Construction of the Wall in the Occupied Palestinian Territory. Progress was made when the Executive Director of the Register of Damage went on an initial mission to the area in April 2008, meeting with Palestinian Authority and United Nations officials, as well as other key actors.

III. United Nations response

24. United Nations agencies and programmes continued to discharge their responsibilities to the best of their abilities, but had to adjust to a situation in which priorities and activities with respect to the Gaza Strip and the West Bank diverged significantly under the impact of the de facto political split between the two constituent parts of the occupied Palestinian territory. With regard to Gaza, United Nations agencies and programmes continued to face severe restrictions and obstacles that made the delivery of United Nations assistance more urgent, but also more difficult. With the appointment of a new Palestinian Authority Government in

[7] "East Jerusalem: the humanitarian impact of the West Bank barrier", Office for the Coordination of Humanitarian Affairs, July 2007.

June 2007 and work on the Palestinian Reform and Development Plan, United Nations agencies and programmes have sought to place particular emphasis on restoring their close coordination with Palestinian Authority counterparts in the West Bank and to support the priorities and needs identified by the Palestinian Authority's Plan.

A. Human and social development

25. Emergency and life-sustaining interventions continued to take priority over development cooperation activities in the reporting period, especially in the Gaza Strip. In the West Bank, United Nations agencies and programmes were increasingly able to refocus some of their attention on longer-term economic, infrastructure, capacity-building and service delivery interventions, and the United Nations sought to increasingly align its programmes with the reform agenda set out by the Palestinian Authority in the Palestinian Reform and Development Plan.

Education

26. UNRWA, with a $146 million education programme, continued to ensure free education for over 250,000 pupils in 306 elementary and preparatory schools in the West Bank and Gaza. Through its network of vocational, technical and teacher-training centres, UNRWA also provided skills and pre-service teacher training to 3,400 trainees in 2007. In Gaza, a recovery plan was introduced to provide focused and intensive support to 50,000 pupils in UNRWA schools.

27. Through its $7 million Support to the Palestinian Education Programme, implemented in cooperation with the Ministry of Education and Higher Education, the United Nations Development Programme (UNDP) Programme of Assistance to the Palestinian People worked to improve the quality of and access to education in the occupied Palestinian territory. Five new schools were constructed in the West Bank and Gaza and 10 buildings rehabilitated, creating 1,880 new seats for students. The Programme also provided equipment, computer labs, libraries and other teaching aids to 190 schools, benefiting over 5,900 students.

28. The United Nations Educational, Scientific and Cultural Organization (UNESCO) provided technical assistance for the Ministry of Education and Higher Education sectoral policy and planning efforts, supporting the preparation of the five-year Education Development Strategic Plan (2008-2012) and a National Teacher Education Strategy, both of which reflected educational priorities identified in the Palestinian Reform and Development Plan. The United Nations Children's Fund (UNICEF), with education and adolescent programme expenditures of $6.1 million, provided technical and financial assistance to build capacity, support the establishment of subnational teacher-training centres in disadvantaged districts and provide equipment for the National Institute for Teacher Education in Ramallah and Gaza. A report on key strategies for scaling up girls' education was prepared in collaboration with UNESCO as a follow-up to the United Nations Girls' Education Initiative. The development of a student card system was also provided to strengthen the education management information system.

29. UNICEF further supported informal learning and recreational activities for adolescents to improve literacy and vocational skills; implemented short-term training for teachers and school administrators; organized thematic club activities

designed to alleviate trauma; provided educational supplies to schools in Gaza; and supported both the Ministry of Education and Higher Education and the Palestinian Red Crescent Society in conducting mine-awareness training in high-risk areas. The Office of the United Nations High Commissioner for Human Rights (OHCHR), the Ministry of Education and Higher Education, and the Palestinian Independent Commission for Citizens' Rights cooperated to facilitate a short-story competition on the implications of poverty and human rights for elementary and secondary-school students. The United Nations Population Fund (UNFPA), together with the Ministry, developed a national referral system for youth-friendly services. UNFPA also continued to build the capacity of teachers, counsellors, health staff and school health committee coordinators for in-school information and counselling activities.

Health

30. UNRWA continued to operate 56 health facilities providing primary health care at a cost of $40 million. With an 18 per cent increase in demand from the 2006 level, UNRWA medical staff carried out nearly 6 million consultations in these facilities. The agency also supported environmental health projects in Gaza through the delivery of diesel to providers of basic utility services such as water, sewage pumping and solid waste collection and disposal.

31. In the preparation of the Palestinian Reform and Development Plan and of the National Strategic Health Plan 2008-2010, the World Health Organization (WHO) provided technical expertise to the Ministry of Health, training staff in the areas of child nutrition, safe water, hygiene, outbreaks and epidemics, and control and prevention of non-communicable diseases. WHO supported the Ministry as technical adviser of the Health Sector Working Group, focusing on strengthening the Palestinian Health Information Centre and ensuring quality collection, analysis and dissemination of data. WHO also supported the mental health sector through training, establishing family groups in both the West Bank and Gaza, and strengthening the Ministry's referral and information systems.

32. WHO further supported the Ministry of Health in procuring and delivering essential pharmaceutical supplies worth $18 million, substantially improving drug availability in the West Bank and Gaza. Drug items lacking at the central level in Gaza dropped by 43 per cent between May 2007 and September 2007. The amount of essential drugs at less than one month of stock for the occupied Palestinian territory as a whole dropped by nearly half during the same period. WHO also continued its efforts in promoting health as a human right and as a bridge for peace through advocacy and dialogue, facilitating a symposium on Gaza involving Israeli and Palestinian stakeholders, which was followed by an Israeli-Palestinian joint forum on access to health in Gaza.

33. A number of United Nations agencies and programmes dedicated some of their resources to issues related to HIV/AIDS. The United Nations Development Fund for Women (UNIFEM) focused on women's and girls' vulnerability to sexually transmitted diseases, conducting intensive awareness training on issues of gender and HIV/AIDS. UNFPA worked on strengthening the National AIDS Committee to spearhead and guide the response to HIV/AIDS in the West Bank and Gaza; it also focused on national capacity-building in the areas of reproductive health, population, gender and psychosocial care. UNFPA sought to make reproductive

health services accessible to all through the provision of emergency obstetric care and outreach services to isolated communities.

34. UNICEF concentrated its efforts on reducing child mortality, helping the occupied Palestinian territory achieve the fourth Millennium Development Goal, with a sustained under-five mortality rate of 28.3 per 1,000 live births, well below the Middle East regional average of 56 per 1,000. The provision of primary health care and childhood drugs, along with essential obstetric and neonatal equipment, to 17 primary health facilities and referral hospitals contributed to a 30 per cent reduction in newborn infections and birth asphyxia between 2006 and 2007. The cold-chain system was strengthened and capacity expanded with the provision of a mobile cold-chain vehicle, a 10,000 cubic-metre fuel storage tank and a 40 cubic-metre walk-in cold room. An immunization coverage rate of more than 95 per cent for all antigens was sustained for the fifth year running, setting the occupied Palestinian territory on track for eradicating poliomyelitis, as well as eliminating measles and tetanus.

Targeted social assistance

35. Through its Special Hardship Case Programme, UNRWA distributed food and cash subsidies on a quarterly basis. During the reporting period, nearly 500,000 social safety-net packages were distributed to over 10,000 families in the West Bank and over 19,000 in Gaza. UNRWA focused on mainstreaming people with disabilities into the various programmes, in addition to rendering rehabilitation sessions for disabled people and providing mobility and prosthetic devices.

Human rights, women, children and youth

36. Human rights and the rights of women, children and the young continued to suffer many challenges. During the reporting period, OHCHR continued implementing its programme of mainstreaming human rights within the United Nations country team. In July, a familiarization session on the rights of persons with disabilities was organized in partnership with UNICEF. OHCHR also implemented six familiarization training and two train-the-trainer courses on United Nations mechanisms to protect human rights for an audience of human rights defenders, legal professional and women's rights activists.

37. UNESCO promoted freedom of expression, in particular professional and ethical standards in journalism, as well as institutional capacity development for Palestinian public and private media organizations so as to strengthen the independence and pluralism of the media. Given the context of increased violence and tension in Gaza, a safety training programme for media professionals was also conducted.

38. UNIFEM focused its activities on documenting and advocating against abuses of Palestinian women's human rights; providing forums for discussion; supporting toll-free help lines operated by qualified counsellors; and promoting legal literacy and aid for rural women. The agency supported a programme of legal aid and health assistance to Palestinian female prisoners in Israeli detention. UNIFEM focused on the mobilization of 18 community-based women's centres in rural areas, directly benefiting 25,000 women. UNFPA, together with its national partners, complemented these activities by working towards creating community-based initiatives that enable women to protect themselves from gender-based violence. Its

activities in that regard included a national conference on combating gender-based violence in cooperation with the Ministry of Women's Affairs. UNFPA arranged training and psychosocial services provided at mobile health clinics, community sessions on gender-based violence, campaigns and the distribution of information materials and female hygiene kits.

39. UNRWA supported a number of community-based organizations in activities promoting the role of women in development, including through skills training, awareness-raising lectures and the provision of legal aid. UNRWA also began implementation of its Equality in Action initiative, designed to improve the capacity of Palestinian women and girls to exercise freedom of choice and take advantage of opportunities for personal and professional development, and to address inequality at all levels of social, economic, and political life. UNRWA, UNIFEM, UNFPA and OHCHR marked the International Day for the Elimination of Violence against Women as part of the global campaign, in cooperation with civil society organizations and the Ministry of Women's Affairs.

40. A gender adviser was deployed through the Inter-Agency Standing Committee Gender Capacity Standby Project to make recommendations to humanitarian agencies on improving humanitarian assistance to Palestinian women. This mission was supported by the Office for the Coordination of Humanitarian Affairs, with assistance from UNFPA and UNIFEM. The World Food Programme (WFP) targeted food delivery to women wherever possible and also provided human rights training within its food-for-training initiative in the Gaza Strip.

41. UNESCO, UNIFEM and UNFPA supported the Palestinian Women's Research and Documentation Centre, enabling research on the history and current status of women in Palestinian society. Training courses in gender-sensitive research, analysis and planning were organized for staff in relevant central and line ministries.

42. As children continued to be exposed to both conflict-related and domestic violence, UNICEF supported the Ministry of Social Affairs to establish three district-level child protection networks providing multidisciplinary support and management of cases of children subject to abuse. UNICEF also continued supporting five socio-legal defence centres for children and families that were victims of violence. The agency supported the Ministry of Education and Higher Education in the development of a non-violence policy and a protocol for the detection of abuse and referral of cases of schoolchildren to be adopted as a national system. UNICEF provided support to 14 psychosocial teams, reaching over 50,000 children and adolescents, and provided training to 35,000 caregivers. The agency supported 15 child-led campaigns to promote non-violence and to raise awareness on child protection as a priority issue at the district and national levels.

43. UNFPA continued to build the capacity of teachers, counsellors, health staff and health committee coordinators for in-school information and counselling activities. The agency worked with over 80 youth non-governmental organizations (NGOs) on strengthening and expanding a peer educators' network in the West Bank and Gaza. UNFPA also provided technical and financial support to governmental and non-governmental organizations for projects to strengthen psychosocial services to young people and generate economic opportunities for young university graduates in psychosocial counselling. In 2007 UNFPA formed and chaired a United Nations thematic group on youth to strengthen coordination among United Nations agencies

working with Palestinian youth and further worked on operationalizing the provisions of Security Council resolution 1325 (2000).

44. UNRWA, in partnership with UNICEF and other local and international organizations, provided thousands of refugee children and youths with training, tutoring and skills-building activities. UNIFEM supported the Youth Rights Monitor project, funded through the United Nations Democracy Fund, aimed at institutionalizing the participation of Palestinian youth in national public policy dialogue, with a special focus on the rights of Palestinian youth.

Millennium Development Goals

45. United Nations engagement continued in support of the achievement of the Millennium Development Goals in the occupied Palestinian territory. ESCWA worked with national statistical offices, including the Palestinian Central Bureau of Statistics, to enhance their capacity to maintain a central repository of data for Millennium Development Goal reporting. ESCWA also provided training on the use of data and indicators relating to the Goals in order to improve evidence-based management and advocacy.

46. United Nations agencies collaborated closely with the Palestinian Authority to develop joint proposals under several thematic windows of the UNDP/Spain Millennium Development Goal Achievement Fund. As of April 2008, two of these proposals had been accepted. Under the culture and development window, UNESCO, UNIFEM, the UNDP Programme of Assistance to the Palestinian People and the Food and Agricultural Organization of the United Nations (FAO) developed a programme supporting policies and an enabling environment for the promotion and protection of cultural heritage. Under the gender and women's empowerment window, UNIFEM, the UNDP Programme of Assistance, UNFPA, UNESCO, UNRWA and the International Labour Organization will be implementing a programme addressing gender-based violence and women's economic and political participation.

Environment

47. The majority of projects implemented by the UNDP Programme of Assistance to the Palestinian People in the environment sector were water and wastewater infrastructure projects, worth over $4 million. UNICEF, in partnership with government authorities, donors and NGOs, also worked to prevent outbreaks of disease by expanding access to safe drinking water and adequate sanitation facilities at schools, hospitals and poorly served communities. As a result, access for vulnerable communities has increased by approximately 50 per cent, reaching an estimated population of more than 265,000 people in the West Bank and Gaza. There were no reported water-related disease outbreaks during the reporting period.

B. United Nations system support for Palestinian institutions

48. Palestinian public institutions in the West Bank experienced a revitalization once the Government of Prime Minister Fayyad was appointed. Considerable emphasis was placed on continued institutional reform and capacity-building, which is the focus of the Palestinian Reform and Development Plan and of international donor engagement and support. During the reporting period the UNDP Programme

of Assistance to the Palestinian People worked to enhance the development of efficient and accountable institutions at the local, regional and national levels, addressing the priorities of the three branches of government, namely, the executive, the legislature and the judiciary. The Programme of Assistance also helped strengthen the relationship between the Government and civil society organizations, the private sector and the media. It supported the effort to strengthen governing institutions and central ministries, including the President's Office, the Prime Minister's Office, the Ministry of Foreign Affairs, the Ministry of Planning, the Ministry of Finance and the General Personnel Council. The Programme of Assistance also initiated cooperation with the Palestinian Authority towards establishing a capacity development facility, in line with the programme objectives of the Palestinian Reform and Development Plan. The Palestinian Authority has further requested the UNDP Programme of Assistance to support the elaboration of a national capacity development programme, which would include such a facility as a central supportive element.

49. ESCWA launched a capacity-building project aimed at enhancing the capacities of governmental and civil society institutions in planning, implementing and monitoring more effective and impact-based development projects. Programme activities fostered knowledge in social participatory development approaches and identified models to strengthen the public sector-civil society partnership in social policy processes. ESCWA also launched a project focusing on participatory human development in post-conflict countries, strengthening governmental-civic partnerships in conflict-afflicted ESCWA member countries, including the occupied Palestinian territory.

50. UNFPA and UNICEF provided technical and financial assistance and training to the Palestinian Central Bureau of Statistics to conduct the second population, housing and establishment census. Support was provided for the development of databases for monitoring progress towards Millennium Development Goals. The Ministry of Planning also received support from UNICEF to review progress and update the National Plan of Action for Palestinian Children (2004-2010). OHCHR facilitated training and capacity-building initiatives with the Palestinian Independent Commission for Citizens' Rights, aimed at strengthening its independence and improving compliance with international human rights standards. FAO gave technical assistance to coordination mechanisms within the Palestinian Authority to improve humanitarian, recovery and development interventions. Through this support, a comprehensive Palestinian socio-economic and food security monitoring system was established. The three-year, $3.3 million project of the United Nations Conference on Trade and Development (UNCTAD) to strengthen the capacity of Palestinian customs and border management continued, with the aim of establishing national ownership and technical self-sufficiency of the Automated System for Customs Data.

C. United Nations system private sector development

51. The private sector has been affected severely by the economic crisis in the occupied Palestinian territory. In Gaza, in particular, the private sector has been paralysed. Against this background, United Nations assistance for private sector development was limited during the reporting period.

52. The UNRWA microfinance programme provided a variety of financial services from its network of nine branch offices in the occupied Palestinian territory. The programme financed 10,000 loans (67 per cent of all loans provided by the microfinance sector) to Palestinian microenterprises and households, with an investment of over $13.29 million. In its efforts to support the private sector, UNCTAD also achieved steady progress in the implementation of a project aimed at establishing a Palestinian shippers' council, which provided a concrete contribution to fostering public-private partnerships and served to facilitate trade and reduce transaction costs.

D. United Nations system emergency assistance

53. The ongoing emergency in the occupied Palestinian territory continued throughout the reporting period and intensified in the Gaza Strip after Hamas took over the area in June 2007. A comprehensive closure halted all exports and severely limited imports, including of basic necessities and fuel. United Nations agencies and programmes were confronted with ever more difficult access and movement restrictions, while facing increased demand and urgent needs for their emergency provisions. In the West Bank, work on the Palestinian Reform and Development Plan under Prime Minister Fayyad's new Government allowed for a partial refocusing on longer-term development activities, but emergency assistance was still necessary and played a large part in the engagement of the United Nations system.

Emergency food and agriculture support

54. During the reporting period, UNRWA continued operating its emergency programme to supplement assistance to reach the growing numbers of refugees in critical need. In 2007, UNRWA received $142 million in emergency funding for the occupied Palestinian territory, representing 58 per cent of budgeted needs. Emergency funding supported the provision of emergency food aid to about 60 per cent of the total registered refugee population of Gaza and West Bank. WFP delivered 35,447.5 metric tons of emergency food aid to approximately 270,000 of the poorest Palestinians not supported by UNRWA, meeting 100 per cent of their basic food needs. In addition, the agency worked with the Ministry of Agriculture to protect the livelihoods of 3,500 poor farmers in the West Bank and 2,350 in Gaza, providing training in agricultural techniques and home-gardening activities with a food-package incentive. Based on a joint pilot initiative with WFP, UNIFEM supported women's centres in the production of daily school snacks, directly benefiting thousands of children. In the Gaza Strip, UNIFEM piloted a school feeding initiative in a refugee camp.

55. FAO, together with the Ministry of Agriculture and other partners, implemented a total of 19 projects focusing on the recovery of crop and animal production, the introduction of aquaculture, support for backyard farming, gardening and cottage industries for women, and emergency assistance for preparedness and response to avian influenza outbreaks. FAO also assisted in technical training in agricultural production and marketing, irrigation and greenhouse rehabilitation, land reclamation, water resource management and the improvement of livestock production, crops and orchards.

Emergency employment support

56. Unemployment continued to pose major challenges, in particular in Gaza. During the reporting period, UNRWA, as part of its emergency job creation programme, employed over 60,000 persons in a range of skilled, unskilled and professional positions. Approximately 30 per cent of all jobholders in the programme were women. UNRWA also expanded its graduate training programme, an initiative that placed recent graduates in posts according to their fields of study. Approximately 4,000 teachers, remedial education workers and support staff were recruited in Gaza to implement special programmes benefiting 200,000 children and youth. In the West Bank, the programme provided up to 6,000 positions each month.

57. WFP employed 33,073 non-refugees in food-for-work activities, 11,380 of them in the Gaza Strip. WFP also employed 1,992 women to bake for school feeding programmes through 30 women's centres in the West Bank. A special employment programme was set up in Gaza to support unpaid municipal workers to continue garbage collection in return for food.

Emergency health support

58. In order to meet emergency health challenges, UNRWA mobile teams continued to assist communities isolated by the barrier and other restrictions on movements through regular visits and the provision of basic health assistance. In partnership with the Ministry of Health, WHO and other partners, UNICEF worked towards preventing disease and mortality among children and improving nutritional conditions. It focused efforts on maternal and newborn care and micronutrient supplementation support for young children and women in a bid to eliminate micronutrient deficiencies, and improved data quality through strengthening the nutrition surveillance system. UNFPA continued to support the Ministry and major health NGOs by providing reproductive health commodities, including essential drugs, disposables and equipment.

59. WFP distributed 225 metric tons of food commodities to Ministry of Health hospitals in the Gaza Strip in order to meet nutritional needs of patients undergoing treatment. The emergency health support of UNIFEM focused on psychosocial counselling, benefiting thousands of women through awareness-raising activities, psychosocial consultations, specialized therapy and training.

Emergency education support

60. In the context of severe conditions in Gaza, with significant deterioration in students' academic achievements owing to class hours lost because of violence and conflict, emergency education support was an important area of engagement for the United Nations. UNRWA implemented summer remedial education classes to help children pass their exams, hired an additional 1,650 support teachers under the job creation programme to help children in grades two, three and four, reduced class sizes for boys and focused the reduced teaching time available on the core subjects of Arabic and mathematics.

61. Beyond Gaza, UNICEF, in cooperation with the Ministry of Education and Higher Education, focused on improving enrolment and achievement, ensuring equity in terms of gender, geographical location and special needs. Approximately 7,000 teachers and education administrators were trained on the child-friendly

school concept, and remedial text books, school supplies and uniforms were supplied to over 6,000 pupils in targeted areas. Some 300 schools received supplies of interactive mathematics and science teaching kits, recreation kits or emergency education material. The agency established four teacher education centres, in Hebron, Tulkarem, Jenin and Nablus districts, providing in-service training to at least 2,500 teachers. Ninety new schools with over 15,000 students and teachers benefited from the implementation of child-friendly school project activities. The total number of child-friendly schools is now 190. The UNDP Programme of Assistance to the Palestinian People repaired infrastructure in 100 child-friendly schools in collaboration with UNICEF. UNIFEM conducted a pilot academic counselling initiative, targeting rural girls and women. Finally, WFP implemented a pilot school feeding programme in the West Bank, reaching 57,455 children.

Emergency infrastructure support

62. Infrastructure projects in Gaza were severely affected by the continued closure of the crossings. Because of the closure, raw materials became unavailable, and UNRWA had to suspend infrastructure and reconstruction projects valued at an estimated $93 million. However, UNRWA continued to do repairs for and re-house refugees whose homes had been damaged or destroyed by Israeli military operations. During 2007 1,221 shelters were repaired in Gaza at a total cost of $1.4 million, and a total of $3.2 million in relocation fees was provided to 2,000 families whose homes had been destroyed or damaged.

Coordination of United Nations assistance

63. The Office of the United Nations Special Coordinator continued its coordination of United Nations assistance to the Palestinian people and its representation of the United Nations system at donor forums. In this capacity, it participated in the September 2007 and May 2008 meetings of the Ad Hoc Liaison Committee. Locally, the Office convened regular coordination meetings of United Nations agencies and programmes and intensified its engagement with the United Nations country team through the work of the Deputy Special Coordinator and Resident/Humanitarian Coordinator. Following the appointment of Quartet representative Blair in July 2007, the Office of the Special Coordinator also served as a liaison between Mr. Blair's office and the United Nations system.

64. Despite a number of positive developments during the reporting period, movement and access restrictions in the West Bank limited the impact of development initiatives aimed at reviving a depreciating economy. In spite of these challenges, the United Nations country team readied itself to begin exploring comprehensive development strategies with an internationally recognized Palestinian Authority. The Office of the Deputy Special Coordinator and Resident/Humanitarian Coordinator hosted the United Nations country team's first Resident Coordinator's retreat in January 2008, during which strategic operational objectives, in support of the Palestinian Reform and Development Plan, were agreed on, providing the basis for a common United Nations country team medium-term response to the Palestinian Authority's objectives over the next three years. Under the leadership of the Deputy Special Coordinator and Resident/Humanitarian Coordinator, a joint United Nations transitional plan was also under preparation, which would coherently organize the support of the United Nations agencies for the

Palestinian Authority's reform and development efforts, and simultaneously cater for humanitarian assistance wherever needed.

65. Gaza, meanwhile, remained almost entirely reliant on humanitarian assistance. Thus, while the United Nations began refocusing on development efforts in the West Bank, it still prepared the third-highest consolidated appeal figure in the world.

66. The Office for the Coordination of Humanitarian Affairs continued humanitarian coordination through the 2008 consolidated appeal and through its ongoing collection of data and reporting on closures, violence and other issues. With field offices throughout the occupied Palestinian territory, the Office for the Coordination of Humanitarian Affairs identified programming gaps, published monthly reports monitoring humanitarian indicators and facilitated NGO projects through the Humanitarian and Emergency Response Fund.

Humanitarian access

67. Measures of closure and other restrictions on access and movement imposed by the Government of Israel continued to severely hamper United Nations programme implementation throughout the occupied Palestinian territory. Movement restrictions placed on United Nations humanitarian personnel, covered by the United Nations privileges and immunities, meant lost working hours, with staff frequently unable to travel between Jerusalem and the West Bank and Gaza. Between October 2007 and March 2008, a total of 373 incidents of delayed or denied access for humanitarian personnel were documented, up 50 per cent from the previous six months.

68. The closure of the Karni crossing resulted in the interruption of some $213 million in United Nations and World Bank infrastructure and employment programmes in the Gaza Strip. Restrictions on and delays in the transit of humanitarian goods from Israeli ports to warehousing and distribution points in Gaza and the West Bank added over $7 million in programme costs.

United Nations media and public information activities

69. The Office of the United Nations Special Coordinator continued to chair the United Nations country team's Advocacy and Public Information Committee, which coordinates public information activities of agencies and programmes operating in the occupied Palestinian territory. The Committee contributed to coordinating inter-agency statements prepared on behalf of the United Nations country team by the Special Coordinator and to the launch of the consolidated appeal.

IV. Donor response to the crisis

Budget and fiscal support

70. Following the formation of a new Government in the Palestinian Authority and the resumption of political negotiations between the parties, the international donors' conference in Paris saw significant levels of aid pledged. Yet, while the $7.7 billion in pledges significantly exceeded the requirements outlined in the Palestinian Reform and Development Plan for 2008-2010, their specific distribution (proportions for recurrent budget, public investment and humanitarian assistance)

had yet to be resolved at the time of writing. Donors pledged only $1.1 billion in recurrent budget support for 2008, $972 million in investment support and $651 million in humanitarian assistance. Thus, it appeared that there would be a need to convert some of the development funds pledged to cover shortfalls in the other areas.

71. The international community responded to the needs of the Palestinian Authority by providing flexible mechanisms for support for recurrent expenditures. The European Commission transformed the temporary international mechanism into the Palestinian-European aid mechanism, which provided a budget-support window and direct support for social protection, governance, infrastructure and social development. The World Bank also launched a Palestinian Reform and Development Plan Trust Fund to provide unearmarked support in the context of the policy agenda of that Plan.

Support for Palestinian reform

72. The Government under Prime Minister Fayyad took impressive reform measures in public finance management despite a precarious political and security environment. Cash control procedures were reinstated and a new accounting system launched, enabling regular fiscal reporting. In addition, a General Accounting Department was established and the Ministry of Finance launched a website containing the Palestinian Authority's budget, with plans to include monthly fiscal reports in the near future.

73. A mission of the International Monetary Fund took note of these positive developments, but also encouraged the Government to further consolidate progress in the Palestinian Authority's public financial management system. Other steps taken by the Government to improve fiscal sustainability included the containment of the wage bill and a decrease in net lending for utilities. The Palestinian Authority also began to strengthen its social protection framework by merging various ongoing cash-assistance programmes using a poverty-targeting database to confirm household eligibility.

Donor coordination

74. Aid coordination structures of the Local Development Forum were largely dormant during 2006 and the first half of 2007 because of donor contact policies towards the Hamas-led Palestinian Authority and later the national unity Government. The situation changed in June 2007 when President Abbas appointed a new Government under Prime Minister Fayyad. Donors responded by re-establishing contact with the Palestinian Authority at all levels. The Palestinian Authority initiated a medium-term development and budgeting process, and the aid coordination forums that had been agreed to at the end of 2005 were revived. A meeting of the Ad Hoc Liaison Committee took place in New York in September 2007, the first of its kind in 20 months, followed by another such meeting in London in May 2008.

75. Regular Local Development Forum meetings were held in the Prime Minister's office, re-establishing the forum as a venue for preparation of the international donors' conference in Paris and emphasizing the Palestinian Authority's ownership of the coordination structures. The work of the strategy groups shifted from general information-sharing to supporting the Palestinian Authority's development policies.

Donor feedback on the summary of the Palestinian Reform and Development Plan was consolidated through the Local Aid Coordination Secretariat. New sector working groups were initiated, all chaired by a Palestinian Authority line ministry or agency and co-chaired by a donor.

V. Challenges ahead

76. The reporting period was marked by an escalation in the conflict, political and funding uncertainties and new beginnings in development and reform. The conflict remains the single most significant challenge to economic revival and viability in the occupied Palestinian territory, and its final settlement must be a key priority for international engagement.

77. At the same time, the situation on the ground must improve, not least as an enabling measure for a successful political process and the implementation of any peace agreement. Restrictions on Palestinian movement must be eased and the continued division among Palestinians resolved for there to be any immediate, appreciable improvement on the ground. Humanitarian assistance will continue over the coming year, particularly in Gaza. Challenges involved in the movement of humanitarian staff and goods require effective, secure solutions to be found, with the support of both parties and the international community. Specific challenges related to the implementation of programmes in Gaza will also arise in the coming months. Again, all actors must search for new ways to respond effectively to the needs of the population.

78. Despite the ongoing uncertainties, the Palestinian Authority made notable progress in medium- and long-term strategic planning, through its presentation of a budgeted Palestinian Reform and Development Plan. This achievement challenges the United Nations and the wider international community to increase the predictability of funding and programming in 2008 and to ensure that their own programming meets the objectives identified in that Plan. Changing trends in donor funding and the rising costs of commodities also require humanitarian programming to be delivered more efficiently, coordinated more rigorously and targeted in a more focused manner. At the same time, the United Nations must be ready to support Palestinian Authority development goals. The process of establishing shared strategic objectives for United Nations programming, begun early in 2008, will need to translate into a common United Nations programmatic response to the Palestinian Reform and Development Plan.

VI. Conclusion

79. The period under review was volatile and difficult. The political terrain shifted, with a corresponding significant degradation in the quality of life for the population in Gaza. Agencies were compelled to deliver increasing emergency and humanitarian assistance to a population that is otherwise ready for and in need of longer-term development programming. They will continue to do so. At the same time, the United Nations country team is prepared to offer its full support both to the Palestinian Authority, in its efforts to implement its Reform and Development Plan, and to the many Palestinians whose livelihoods and communities have been severely disrupted in these years of conflict.

80. While the coming year promises to be no less challenging, new opportunities could emerge with the implementation of commitments from both parties. Negotiations could bring new approaches and solutions to reach the broader aim of the United Nations, the Quartet and the entire international community to realize a just, lasting and comprehensive peace in the Middle East based on Security Council resolutions 242 (1967), 338 (1973), 1397 (2002) and 1515 (2003), and the establishment of a sovereign, democratic, viable and contiguous Palestinian State, existing side by side in peace with a secure Israel.

United Nations E/2008/53

Economic and Social Council

Distr.: General
7 May 2008

Original: English

Substantive session of 2008
New York, 30 June-25 July 2008
Items 7 (e) and 14 (a) of the provisional agenda*

Coordination, programme and other questions: mainstreaming a gender perspective into all policies and programmes in the United Nations system

Social and human rights questions: advancement of women

Mainstreaming a gender perspective into all policies and programmes of the United Nations system

Report of the Secretary-General**

Summary

The present report is submitted in response to Economic and Social Council resolution 2007/33, in which the Council requested the Secretary-General to submit to it a detailed report on the implementation of paragraph 4 of Council resolution 2006/36 and on progress made in the implementation of resolution 2007/33. Further to resolution 2006/9, the report also provides an assessment of the impact of inputs of the Commission on the Status of Women to discussions within the United Nations system. The report is based on responses received from entities of the United Nations system. It provides recommendations for consideration of the Council.

* E/2008/100.

** The compilation of inputs required to include the most current information delayed submission of the report.

08-33043 (E) 300508

I. Introduction

1. In its resolution 2007/33, the Economic and Social Council requested the Secretary-General to submit to it a detailed report on the implementation of paragraph 4 of Council resolution 2006/36 and on progress made in the implementation of resolution 2007/33.

2. In paragraph 19 of its resolution 2006/9, the Council called upon the Secretary-General to include an assessment of the impact of the input of the Commission on the Status of Women to discussions within the United Nations system in his report to the Council on the review and appraisal of the system-wide implementation of its agreed conclusions 1997/2.

3. The present report responds to the above-mentioned mandates as follows: section I contains an introduction; section II responds to the mandates contained in resolution 2007/33; section III is devoted to capacity-building, as called for in resolution 2006/36; section IV provides an overview of the impact of the inputs of the Commission on the Status of Women to the work of the United Nations system, in accordance with resolution 2006/9; and section V contains conclusions and recommendations.

4. The report draws on information and data provided by 32 United Nations entities[1] in response to a questionnaire designed by the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women and approved by the seventh session of the Inter-Agency Network on Women and Gender Equality held from 19 to 21 February 2008.

II. Implementing Economic and Social Council resolution 2007/33

5. The 2005 World Summit called upon the United Nations system to strengthen its role in actively promoting the mainstreaming of a gender perspective in the

[1] Department of Political Affairs, Office for the Coordination of Humanitarian Affairs, Department of Economic and Social Affairs, including Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women, Department of Public Information, the United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States, Office of the United Nations High Commissioner for Human Rights, Department of Safety and Security, Economic and Social Commission for Latin America and the Caribbean, Economic and Social Commission for Asia and the Pacific, Economic and Social Commission for Western Asia, International Criminal Tribunal for the former Yugoslavia, International Criminal Tribunal for Rwanda, United Nations Environment Programme, United Nations Development Programme, United Nations Population Fund, Office of the United Nations High Commissioner for Refugees, United Nations Children's Fund, World Food Programme, United Nations Relief and Works Agency for Palestine Refugees in the Near East, United Nations Interregional Crime and Justice Research Institute, United Nations International Research and Training Institute for the Advancement of Women, United Nations Office for Project Services, United Nations System Staff College, Joint United Nations Programme on HIV/AIDS, International Labour Organization, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, World Health Organization, International Fund for Agricultural Development, United Nations Industrial Development Organization and International Atomic Energy Agency.

design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, and undertook to strengthen the capabilities of the United Nations system (General Assembly resolution 60/1). In paragraphs 56 to 66 of its resolution 62/208 on the triennial comprehensive policy review of operational activities for development of the United Nations system, adopted in 2007, the General Assembly reiterated the call for the entities of the United Nations system, within their mandates, to mainstream a gender perspective and to pursue gender equality and the empowerment of women in their country programmes, planning instruments and sector-wide programmes, as well as to articulate specific country-level goals and targets in this field, in accordance with national development strategies.

6. In its resolution 2007/33, the Economic and Social Council recognized that gaps remain between policy and practice. Responses from United Nations entities to the questionnaire designed by the Office of the Special Adviser and evaluations of gender mainstreaming in some entities[2] identified, inter alia, the following major gaps in implementing gender mainstreaming: inconsistent leadership by senior management; weak monitoring, reporting and evaluation processes; underdeveloped accountability mechanisms; insufficient and under-resourced specialist expertise; limited capacity of staff; inadequate financial resources; inadequate institutional memory and capacity to share experiences and good practices; and insufficient inter-agency coordination.

7. United Nations entities have made efforts to establish institutional arrangements and take the necessary measures at policy, planning and implementation levels to bridge these gaps.

A. Strengthening synergy between policy and practice

8. Many entities have developed or strengthened entity-specific policies, strategies and action plans on gender equality. To support implementation, entities work systematically to incorporate gender perspectives into programming and to provide financial resources. Most entities use multi-year funding frameworks that require that gender perspectives be incorporated into work in all sectors, as well as strategic frameworks and programme budgets that require the mainstreaming of gender perspectives into subprogrammes and allocation of resources for implementation. For example, under the global and regional programmes of the strategic plan (2008-2011) of the United Nations Population Fund (UNFPA), gender equality-related goals, outcomes, outputs and respective indicators are outlined. The strategic framework on gender equality and women's empowerment 2008-2011 was developed to provide an operational plan for the acceleration and improved achievement of those gender-related targets.

9. Other strategies for strengthening synergy between policy and practice include a quality assurance process for country programme documents and guidelines for

[2] United Nations Development Programme, *Evaluation of gender mainstreaming in UNDP* (2006); United Nations Population Fund, *UNFPA's Strategic Framework on gender mainstreaming and women's empowerment 2008-2011* (2007); UNICEF, "*Evaluation of gender policy implementation in UNICEF*" (E/ICEF/2008/CRP.2), 2008; Women's Commission for Refugee Women and Children, *Moving up the Food Chain: Lessons from Gender Mainstreaming at the World Food Programme* (August 2006).

gender mainstreaming in situation assessment and analysis exercises in the United Nations Children's Fund (UNICEF); a quality assurance mechanism for decent work country programmes in the International Labour Organization (ILO); the use of a results-based management system to monitor progress in implementing the gender and development plan of action in the Food and Agriculture Organization of the United Nations (FAO); and participatory assessments involving women and girl refugees in the Office of the United Nations High Commissioner for Refugees (UNHCR).

B. Mainstreaming a gender perspective in country programmes

10. The common country assessment and the United Nations Development Assistance Framework provide an entry point for systematically implementing gender mainstreaming in country programmes. The 2007 common country assessment/United Nations Development Assistance Framework guidelines establish gender equality as one of the key principles of programming at the country level. National development strategies, national reports on the Millennium Development Goals and gender equality action plans should be the foundations of United Nations Development Assistance Framework implementation plans. The consolidated appeals process provides another effective mechanism for gender mainstreaming at the country level.

11. Preliminary analysis by the United Nations Development Programme (UNDP) of the 2007 resident coordinator reports indicated the use of the following processes and documents for mainstreaming gender perspectives in common/joint programming processes: poverty reduction strategy papers; national development plans or strategies; gender-specific reviews; national and/or regional dialogues; checklists, guidelines and workshops provided by gender theme groups; common country programme action plans; priority plans and peacebuilding fund frameworks in some post-conflict countries.

12. In strengthening the incorporation of gender perspectives into country programming, entities have undertaken a range of activities. UNICEF, for example, uses country programme documents and develops innovative tools, such as a gender-friendly policy and planning effort index to quantify key efforts to address gender issues (UNICEF-Zimbabwe) and a tool to analyse the gender sensitivity of cooperation programmes (UNICEF-Guatemala). The World Health Organization (WHO) is developing a tool to assess gender equality and human rights dimensions in its programmes and a new country cooperation strategy e-guide.

13. In cooperation with the regional commissions, the Office of the Special Adviser works with Governments to mainstream a gender perspective into implementation of Security Council resolution 1325 (2000) by building national capacity for implementation through a series of regional high-level policy dialogues on national action plans. The International Research and Training Institute for the Advancement of Women (INSTRAW) fosters the use of participatory planning, research, and evaluation. The Economic and Social Commission for Western Asia (ESCWA) uses fact sheets on sectoral gender mainstreaming and guidelines to enhance the effectiveness of national machineries in gender mainstreaming, and the International Fund for Agricultural Development has developed a checklist of prerequisites for gender-sensitive design. The United Nations International Strategy

for Disaster Reduction (UNISDR) will provide policy guidelines on mainstreaming gender perspectives into disaster risk reduction.

14. Overall, gender mainstreaming in country programming needs significant strengthening. The analysis of 2004-2006 resident coordinator reports indicated progress in the inclusion of gender equality analyses in the context of common country assessment/United Nations Development Assistance Frameworks[3] but continued inadequate (although improved) levels of inclusion of the outcomes of analyses in results-based frameworks and workplans. Inadequacies in implementation and accountability were also identified.

C. Results and indicators

15. Most entities reported using results-based management frameworks as one of the key actions in improving gender mainstreaming and reducing the gap between policy and practice. Entities increasingly set concrete targets and indicators, at country programme levels, to be monitored on a systematic basis.

16. The United Nations Educational, Scientific and Cultural Organization (UNESCO) developed a monitoring framework to review its workplan from a gender equality and women's empowerment perspective. The Office for the Coordination of Humanitarian Affairs and the Inter-Agency Standing Committee (IASC) on Gender Standby Capacity Project (GenCap) includes a monitoring and evaluation framework. The results-based management system of the World Food Programme (WFP) tracks gender-equality indicators. The United Nations Environment Programme (UNEP) and ESCWA are in the process of developing results-based management systems. INSTRAW developed a results-based module on assessment, monitoring and evaluation of security sector reform from a gender perspective.

17. At FAO, gender-sensitive indicators were formulated with participation of technical divisions as part of the recently approved gender and development plan of action. Each division will report biannually on gender-specific outputs based on those indicators. The gender mainstreaming strategy 2008-2009 of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) sets indicators for gender analysis and planning, capacity-building and communication, and includes six sector-specific, time-bound action plans with indicators, focusing on the impact of service delivery to refugees. The ILO action plan contains indicators, targets, baselines and accountability measures. At WHO, indicators measure the level of staff capacity for gender analysis, the extent to which management and planning processes integrate gender perspectives, and accountability by senior management.

18. Some entities increasingly work together with national partners to harmonize their indicators for gender mainstreaming at the country level. A UNDP programme, executed by the United Nations Development Fund for Women (UNIFEM) in Cambodia, Kyrgyzstan and Morocco, generated replicable models for bringing

[3] A recent assessment indicated that 45 resident coordinator reports in 2006 highlighted United Nations country team efforts to support mainstreaming gender perspectives in national development processes, compared to 20 in 2005 and 17 in 2004.

together United Nations and national and donor partners in technical teams to identify indicators to track progress towards gender-equality goals.

D. Assessing progress and identifying gaps

19. Most entities continue to use entity-specific tools to assess progress and gaps. Project evaluations are also initiated by donors in some entities. For example, FAO uses periodic reports of technical divisions to assess progress on implementation. The Office for the Coordination of Humanitarian Affairs and UNESCO assess gaps through analysis of workplans of individual sections; the former also reviews evaluations of emergency responses. The Department of Political Affairs uses the context of reporting to the Security Council to assess progress. The ILO Evaluation Unit is developing guidelines on gender-equality monitoring and evaluation.

20. UNICEF instituted a formal system of assessment and review of gender mainstreaming in country programmes through its Programme Policy and Procedure Manual. A comprehensive gender-equality study was carried out by UNRWA in the period 2003-2005, setting a baseline and assessing experiences in programming in five fields of operation. Gaps in progress are assessed through specific participatory needs assessments and evaluations. WFP conducts baseline and follow-up surveys and regular assessments of gender equality indicators by gender focal points or teams.

E. Sex-disaggregated data

21. Efforts in the area of sex-disaggregated data, gender-specific information and gender-sensitive indicators have assumed increased importance in the implementation of the Millennium Development Goals, common country assessments/United Nations Development Assistance Frameworks and poverty reduction strategy papers and in the context of the enhanced focus on accountability and results-based management.

22. Progress has been made by many entities in using sex-disaggregated data and gender-sensitive indicators in the production and dissemination of materials for policymakers and the general public. These include periodic reports on the current global situation[4] or reports on major trends and emerging issues. However, gaps remain in several critical areas, including, inter alia, violence against women, trafficking, migration, agriculture, HIV/AIDS and information and communication technologies.

23. Inter-agency initiatives, such as the Gender Info 2007 database produced by UNFPA and UNICEF in partnership with the Statistics Division of the Department of Economic and Social Affairs, have been undertaken to build the capacity, commitment and resources of both staff and partners.

[4] For example, see World Bank/IBRD Global Monitoring Report 2007, Confronting the challenges of gender equality and fragile states.

F. Institutional accountability mechanisms

24. Successful gender mainstreaming requires an institutionalized accountability system. Many entities have increased their efforts to integrate accountability for gender mainstreaming in their overall accountability frameworks, at both headquarters and country levels. These efforts include strengthening the focus on accountability in gender-equality policies and strategies, monitoring and evaluation and internal oversight mechanisms, and staff performance monitoring.

25. In operationalizing the United Nations system-wide policy on gender equality and empowerment of women and the strategy on gender mainstreaming, adopted by the United Nations System Chief Executives Board for Coordination (CEB) and noted in the 2007 triennial comprehensive review (General Assembly resolution 62/208, para. 58), United Nations entities aim to establish common accountability frameworks at both headquarters and country levels:

(a) At the headquarters level, draft common accountability standards were developed by the Office of the Special Adviser on Gender Issues and Advancement of Women, in cooperation with the Inter-Agency Network on Women and Gender Equality, in response to a request made by CEB in October 2006. The draft comprises 31 standards, sets a minimum level of performance with regard to gender equality and provides a results-based management framework to strengthen monitoring, reporting and evaluation.

(b) At the country level, the United Nations Development Group Task Team on Gender Equality, chaired by UNIFEM, has developed and tested performance indicators for gender equality and women's empowerment as a self-assessment tool for United Nations country teams. These indicators will assess performance within the context of common country programming across areas such as planning, programming, partnerships, decision-making, budgeting, United Nations country team capacity, monitoring and evaluation and quality control and accountability.

26. Effective gender mainstreaming requires that staff members be accountable for incorporating gender perspectives in their work. Senior management has overall responsibility and accountability for gender-equality results. In practice, however, lack of responsibility for gender mainstreaming among staff other than gender specialists, and the absence of consistent support and accountability mechanisms, remain serious challenges.

27. Individual entities have made efforts to strengthen the accountability of managers and staff. Most entities use workplans and performance appraisals to establish and monitor the accountability of staff. The Secretariat instituted criteria of "respect for diversity/gender" as part of the performance indicators for all staff. The compacts between heads of departments and offices with the Secretary-General include responsibility for gender equality. In addition, senior managers will be required to include objectives related to gender equality in their workplans.

28. The UNRWA accountability system for gender mainstreaming sets out the roles and responsibilities of senior management, programming and planning staff, and gender focal points. Gender-equality results will be included in job descriptions and all staff members will be evaluated through performance appraisals. FAO is adding gender expertise as a required qualification in vacancy announcements to ensure recruitment of gender-sensitive staff. Since 2007, UNHCR has had a

compulsory system of self-reporting for senior managers based on a set of simple, measurable and clear actions, including gender equality.

G. Financial and human resources

29. As indicated in the agreed conclusions adopted by the Commission on the Status of Women at its fifty-second session, under-resourcing of gender-equality activities persists throughout the entire United Nations system and in particular in the gender-specific entities, namely, the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, UNIFEM and INSTRAW. In most entities, the implementation of gender mainstreaming has not been matched by sustained and predictable human and financial resources and this has limited the delivery of systematic support for gender equality at the national level. Inter-agency collaboration, which plays a key role in strengthening coherence in policy development, programming and capacity development, remains underfunded.

30. The ability of the United Nations system to accurately assess resource allocation and expenditure on the promotion of gender equality is limited by the existing financial management systems. Constraints include incomplete data, inadequate coding and lack of systematic reporting. While targeted interventions on women's empowerment can be more systematically tracked, the lack of common criteria on gender-mainstreaming activities also hinders accurate reporting across the system.

31. Several initiatives are being undertaken at the inter-agency level and by individual entities. A task force of the Inter-Agency Network was set up to harmonize tracking practices systemwide. UNDP initiated a pilot exercise using ATLAS software to track allocations and expenditures on the promotion of gender equality. UNFPA has also improved its resource tracking by modifying the ATLAS reporting system. ILO is making efforts to improve tracking of gender-related resources through its integrated resources information system.

32. Entities reported on the benefits of having the expertise of gender specialists, gender focal points and focal point networks. Gender specialists provide technical advice and support to United Nations country teams on gender mainstreaming in programme areas and, on request, to national partners to build national capacities.

33. The overall number of gender specialists at the headquarters, regional and country levels remains low. Because they are few in number and are required to cover a large number of countries and programme areas, gender specialists at the regional level often have limited effectiveness in providing advice, monitoring project implementation and following up.

34. At the country level, most entities have adopted a system of gender focal points. Entity-specific evaluations indicate that the focal-point systems need to be significantly strengthened. Most focal points are junior staff who have been assigned the gender-equality portfolio in addition to other responsibilities, and many of them have no gender-equality background. The functions and performance indicators of focal points should be clearly defined and matched with gender training and resource and time allocation.

35. In order to strengthen specialist resources at the national level, UNDP plans to establish gender focal teams at each of its offices, ideally under the leadership of senior management, such as the Deputy Resident Representative, and to introduce a gender-equality action plan for each office. UNHCR has replaced the individual focal-points system with multi-functional teams. ILO, UNFPA and UNICEF plan to strengthen their gender focal-point systems.

H. Collaboration through country teams

36. The analysis of resident coordinator annual reports for the period 2004-2006 conducted by the United Nations Development Group Task Team on Gender Equality demonstrated incremental improvements in the numbers of joint initiatives at the country level. In 2006, 53 resident coordinators reported on joint initiatives on gender equality, compared to 43 in 2004.

37. Through inter-agency cooperation at the country level, UNDP, UNFPA, UNICEF and UNIFEM work together to promote joint United Nations country team reporting to the Committee on the Elimination of Discrimination against Women. This initiative has resulted in better and more coherent reporting.

38. By 2006, gender theme groups had been established in 61 countries in order to foster increased collaboration among entities at country level. These inter-agency groups, including extended groups that involve national partners, bilateral donors and other actors, are an increasingly important collaboration mechanism. In Nicaragua, for example, the Inter-Agency Gender Committee conducted a mapping of present and future interventions on gender equality and is coordinating financial support to the national programme on gender equality.

39. Department of Political Affairs field missions work closely with the gender theme groups at the country level, sharing information, planning joint activities and exchanging experience. All but one of the gender advisers in the Department of Peacekeeping Operations missions are part of the country-level gender theme groups. However, in a 2007 document entitled "Mapping exercise of priorities and workloads of gender advisers in United Nations integrated Missions" (p. 6), the Department of Peacekeeping Operations reported that only four of eight gender advisers of that Department (in Haiti, the Democratic Republic of the Congo, Timor-Leste and Côte d'Ivoire) are invited to participate in United Nations country team meetings on a regular basis.

40. Collaboration within and between the United Nations country teams should be significantly strengthened, including through joint action with national partners and increased joint programming, monitoring and evaluation and pooling of resources.

I. Inter-agency collaboration

41. The United Nations system continued to strengthen inter-agency collaboration in different contexts, including, through the work of the Inter-Agency Network on Women and Gender Equality, which provides a forum for the exchange of information on gender mainstreaming, collaboration on capacity-building and the development of methodologies and tools. The Network establishes task forces which work intersessionally on gender mainstreaming in a wide range of issues, including

the Millennium Development Goals; violence against women; peace and security; trade; water; evaluation, monitoring and reporting; capacity-building; climate change; and tracking gender-equality investments and expenditures. It reports to CEB and its high-level committees for programme and management, as appropriate.

42. The Network plays a catalytic role in supporting attention to gender perspectives in intergovernmental processes and has become an important actor in the implementation of intergovernmental decisions. It collaborates with preparatory working groups and organizes interactive side events during intergovernmental processes, such as the fifty-second session of the Commission on the Status of Women, the twelfth session of the United Nations Conference on Trade and Development and the ongoing preparations for the midterm review of implementation of the Millennium Development Goals and the review of the Monterrey Consensus on financing for development. The Network collaborates with stakeholders outside the United Nations system in support of gender mainstreaming; these include the Organization for Economic Cooperation and Development Development Assistance Committee Network on Gender Equality, with which it holds biennial workshops.

43. The Secretary-General's campaign to end violence against women and girls offers United Nations entities an opportunity to strengthen inter-agency collaboration in support of Member States in their efforts to combat violence against women. An inter-agency task force, chaired jointly by the Division for the Advancement of Women and UNFPA has initiated a joint programming exercise on eliminating violence against women in 10 pilot countries.

J. Gender balance

44. Gender equality requires the active participation of women in all areas, including in decision-making roles. As at 31 December 2006, the representation of women in the Professional and higher categories in the United Nations system remained virtually the same as the previous year, namely, 37.7 per cent in the Professional category and 24.7 per cent at the D-1 level and above. Within the resident coordinator system, the proportion of women increased from 21 per cent in 2004 to 32.5 per cent in 2006 (A/61/318, para. 7). In peace support missions, the overall representation of women was 30 per cent in 2006, compared to 27.5 per cent in 2004 (ibid., para. 51). Gender balance was achieved in two organizations: UNFPA and the United Nations Institute for Training and Research.

45. To achieve gender balance, United Nations entities pursue a variety of strategies:

(a) Setting specific targets for gender balance. UNESCO is committed to attaining gender parity at senior management levels (Director and above) by 2015. The WFP gender-equality policy (2003-2007) sets the target of 50/50 balance for all recruits. The United Nations Industrial Development Organization (UNIDO) has set the target of 50/50 gender balance at all levels. ILO, UNHCR and UNICEF have set targets of 50/50 for all Professional posts by 2010.

(b) Clearly defining responsibilities of senior managers for meeting targets. At UNICEF, accountability for reaching gender balance is clearly delineated between managers, the Division of Human Resources, the Special Adviser on

Gender and Diversity and the Gender Review Group, and implemented through policies, procedures, development tools and monitoring systems.

(c) Establishing mechanisms at the senior management level. In the Secretariat, human resources action plans are in use and a forward-looking gender-balance strategy and scorecard, to be reviewed by the Management Committee twice yearly, is under development. As part of its human resources strategy for 2008-2009, the United Nations Office for Project Services (UNOPS) established a system to monitor gender balance and take any necessary corrective actions.

(d) Including indicators in performance appraisals for managers. Since 2007, a WFP target on gender balance has been included in the performance appraisal of managers. At UNRWA, managers will be evaluated biannually on their goal completion through scorecards. At UNICEF, results-based management tools, such as scorecards, performance evaluation reports and surveys, will measure achievement against set targets.

(e) Establishing or improving work/life policies and policies on sexual harassment. Although such policies exist in many entities, a number of them reported some difficulties in applying them. Some entities, such as ILO, have developed specific indicators, targets and strategies on work/life policies, to respond to the identified constraints.

III. Action taken in implementation of paragraph 4 of Economic and Social Council resolution 2006/36

46. In paragraph 4 of its resolution 2006/36, the Council called upon the United Nations system to increase the awareness, knowledge, commitment and capacity of staff on gender mainstreaming through a number of concrete actions.

47. In the 2007 triennial comprehensive policy review (General Assembly resolution 62/208, paras. 35-47), the General Assembly called upon United Nations entities to enhance their support to national capacity development. Member States expect an acceleration of efforts in this area. In building gender-equality capacity at the national level, United Nations entities support governmental bodies, including national machineries for women, parliamentarians and civil society to: implement and monitor global norms and policies; facilitate national coordination; develop and disseminate gender-mainstreaming methodologies and tools; provide support for gender mainstreaming in sectoral policies and programming; and promote knowledge networking and sharing of good practices.

48. Despite increased attention to capacity-building and some promising initiatives, no entity has yet established an effective systematic capacity-building programme on gender equality. Entity-specific evaluations point to the need for enhanced gender expertise and overall capacity at both the headquarters and country levels, as well as support of capacity-building at the national level. Stronger efforts are needed to address identified constraints, including, inter alia, lack of conceptual clarity, inadequate resources, lack of leadership and accountability, the ad hoc nature of many training programmes, and weak follow-up.

49. The seventh session of Inter-Agency Network on Women and Gender Equality assessed the feasibility of establishing system-wide standards for capacity-building

and developing, based on existing good practices, a three-tiered gender-equality capacity-building programme, which would include basic online courses for all staff and training for senior managers.

A. Commitments to gender-mainstreaming training through policies and strategies

50. The majority of entities made specific commitments to gender-mainstreaming training, including by developing or revising specific strategies or action plans on training and integrating training on gender mainstreaming in their core competence development programmes.

51. For example, FAO has developed a strategy for in-house competency and skills development for gender mainstreaming. A number of entities, including the Economic and Social Commission for Asia and the Pacific (ESCAP), ESCWA, ILO, the Office of the High Commissioner for Human Rights (OHCHR), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Interregional Crime and Justice Research Institute, UNIDO, the United Nations System Staff College (UNSSC), UNOPS and WFP are currently developing strategies for training in gender mainstreaming.

52. Many entities have integrated capacity-building on gender mainstreaming in their gender plans or strategies. Some examples are the International Atomic Energy Agency gender equality policy; the ILO action plan for gender equality 2008-2009; the UNDP gender equality strategy 2008-2011; the UNEP gender plan of action (2006); and the UNRWA gender mainstreaming strategy 2008-2009. UNESCO is developing an action plan for gender equality, 2008-2013, which will include capacity-building in gender mainstreaming.

53. At WHO, capacity-building is one of the priorities in its gender-mainstreaming strategy. In line with its age, gender, and diversity mainstreaming strategy, UNHCR builds staff capacity to mainstream age, gender and diversity throughout its programmes. UNFPA will develop an action plan for capacity-building in gender mainstreaming for all staff.

B. Moving towards mandatory training for all staff

54. Most entities reported that they had developed generic gender-mainstreaming training as well as training and resource materials for different categories of staff, including those in the administrative, budgetary, technical and sectoral fields. The new WFP gender policy will include a capacity development programme for all levels of staff, with a specific action plan and budget.

55. A growing number of entities have instituted regular mandatory gender-mainstreaming training. They include the Department of Political Affairs, the Economic Commission for Africa (ECA), UNEP, UNESCO, UNDP, UNICEF and UNOPS. Mandatory gender-mainstreaming training will be made available for all staff on CD-ROM in UNDP, UNICEF and UNIFEM. By the end of 2007, a total of 1,343 UNHCR and partner staff, including 97 facilitators, had been trained in gender mainstreaming.

56. Entities are also developing specific training programmes for United Nations country teams. The Country Programme Support Group, chaired by UNICEF and UNIFEM, developed an e-training module (available also on CD-ROM) for staff in all the country teams engaged in common country programme processes. The module was initiated by UNSSC in March 2008. INSTRAW also collaborates with UNSSC on training on gender equality for United Nations country teams.

57. There is a strong system-wide demand for more systematic and action-oriented training for all programme staff. Most entities continue to provide gender training on a voluntary or ad hoc basis, owing to lack of resources, expertise and/or support from senior management. Ad hoc training is not sufficient for developing capacity to utilize gender analysis systematically and effectively.

C. Integration of gender perspectives into other training courses

58. Numerous entities have made efforts to incorporate gender perspectives in staff development and training programmes in sector areas. Approximately half of all entities reported successful efforts to integrate gender perspectives into programme design and leadership development courses. However, they reported less success in integrating gender perspectives into training related to programme evaluation, results-based management and financial management.

59. Many entities reported efforts to incorporate gender perspectives in sectoral staff development and training programmes, including on poverty reduction, macroeconomics, sustainable development and humanitarian assistance. Other examples included the incorporation of gender mainstreaming in training for results-based budgeting at the field level in the Department of Political Affairs and the incorporation of gender perspectives into project design, monitoring and evaluation training at ILO. UNICEF has a gender-equality module in its core training on programme processes. The Office for the Coordination of Humanitarian Affairs reported that its Emergency Field Coordination Training mainstreams gender equality across all modules.

D. Innovative forms of capacity-building

60. Entities increasingly strive to develop cost-effective and efficient capacity-building programmes, going beyond conventional training. They use fully tutored, self-learning programmes; participatory on-the-job training, one-on-one dialogues, briefings, collaborative development of materials, brown-bag sessions, executive briefings for senior and middle-level management, and electronic platforms and networks.

61. FAO, for example, organizes tailor-made participatory learning sessions for its technical divisions, and ESCWA organizes participatory working sessions. Many innovative programmes focus on the development of concrete, measurable, actions that the participants can agree to undertake upon completion of the programme. UNEP uses the "learning by doing approach", which is founded on a results-based management approach.

62. Electronic communications and networks, including the Internet, provide opportunities for innovation. More entities now use the Internet as a training

platform to conduct web-based courses on gender mainstreaming. ESCWA, WHO and UNESCO have developed e-learning training modules and materials to enhance staff capacity. The ILO International Training Centre provides online distance learning. UNFPA offers an innovative online package on Distance Learning on Population Issues, including a 40-hour, tutor-led, self-paced course on gender equality, which has, to date, been completed by close to 400 staff members. The Department for General Assembly and Conference Management has developed terminological databases on gender-equality issues.

63. Increasingly, entities collaborate on the development of capacity-building and share their experiences and good practice examples with other United Nations entities. UNFPA and UNIFEM are planning to develop a standardized virtual gender-responsive budget training course in English, French and Spanish. The Office for the Coordination of Humanitarian Affairs, on behalf of the IASC Sub-working Group on Gender in Humanitarian Action, is cooperating with the non-governmental organization consortium InterAction, to develop inter-agency online CD-ROM training on gender-equality programming. FAO collaborates with other IASC members in workshops for gender advisers and focal points. INSTRAW has worked with the UNDP Bureau for Crisis Prevention and Recovery to develop gender-mainstreaming capacity in crisis prevention and recovery activities. ESCWA collaborates with the Economic Commission for Europe in developing training materials.

E. Training of gender specialists and gender focal points

64. Entities reported on the development of training programmes and resource materials for gender specialists and focal points. WFP, ILO, UNEP and UNIDO provide customized training for gender specialists and OHCHR trains gender programme staff at headquarters and in the field as part of its strategy and skills on human rights monitoring and reporting.

65. The provision of training for gender specialists and focal points at the country level is very uneven. While some entities provide advanced training, in others, the training builds only basic skills. As a result, many focal points lack gender expertise and are unable to provide adequate advice and support to colleagues.[5]

F. Follow-up to capacity-building

66. Upon completion of training programmes, participants must be assisted in the application of the acquired knowledge and be given the opportunity to seek advice and share experiences. To achieve this, supportive structures and mechanisms, including help desks and arrangements for the dissemination of good practices, such as through databases, have been set up. ILO uses knowledge-sharing workshops, publication of good practices, a help desk and its web-based gender equality tool to share innovative practices. INSTRAW has developed methodology for identifying and assessing good practices. UNISDR provided a collection of good practices on

[5] UNDP, *Evaluation of gender mainstreaming in UNDP* (2006), p. 15, and UNICEF, "Evaluation of gender policy implementation in UNICEF" (E/ICEF/2008/CRP.12), p. 30.

gender equality and disaster risk reduction in 2007,[6] and a collection of good practices focused on disaster risk reduction and climate change from a gender perspective will be available in 2008.

67. UNICEF uses its routine reporting system, through annual country office and regional office reports, and institutional evaluations to identify and share good practices. WFP collects good practices through case studies, field visits, surveys, newsletters and reports. UNSSC uses follow-up activities and surveys to gauge the capacity of its learning interventions.

68. Despite the many commendable efforts by individual entities, robust institutionalized systems of follow-up to capacity-building have not yet been developed. Sharing of good practices remains inconsistent and often does not reach the country level.

G. Impact assessment and evaluation of capacity-building

69. Many entities reported on efforts to improve the assessment of the impact of capacity-building on gender mainstreaming. In some entities, specific evaluations are conducted: FAO, ILO, UNDP, UNFPA, UNICEF and UNRWA conducted formal evaluations of their gender mainstreaming capacity-building activities; ILO has been using participatory gender audits, conducted as self-assessments on a voluntary basis, in 29 ILO field offices and headquarters units; WFP assesses impact through training reports, and the International Criminal Tribunal for Rwanda uses a set of indicators to assess the impact of its training on gender mainstreaming.

70. Entities also assess the impact of capacity-building programmes through evidence of increased attention to gender perspectives in programme impact assessments and other reports. For example, ESCAP utilizes project impact assessments to gauge the extent of the application of capacity-building, and WFP makes assessments through standard progress reports from country offices. In UNEP, the Programme Appraisal Committee monitors gender mainstreaming into programme development, implementation and evaluation. UNESCO uses the systematic review and analysis of workplans from a gender-equality perspective.

H. Creation or expansion of electronic knowledge networks

71. The increased exchange of resources, including methodologies, tools and good practice examples, across the United Nations system is crucial for effective gender mainstreaming. Many databases and networks, both with thematic and regional focuses, have been established by individual entities or through inter-agency collaboration. Despite this, exchange of information on good practices between entities and country offices and with Member States is limited. Many existing resources are unknown to potential users and hence inadequately utilized.

72. The seventh session of the Inter-Agency Network on Women and Gender Equality discussed electronic knowledge networks and databases of gender trainers and facilitators. The available databases of trainers and facilitators are not linked

[6] Gender perspective: working together for disaster risk reduction, good practices and lessons learned (www.unisdr.org/gender-good-practices).

and are not broadly utilized. For example, the GenCap project established by IASC is a gender-equality roster of advisers to be deployed to support humanitarian coordinators and humanitarian country teams. A UNDP gender-equality roster facilitates staff access to experts available for short to medium-term assignments. ILO maintains a database of equality gender experts which is available through a web-based tool. UNISDR is developing an online consultative community of core gender-equality professionals.

73. Mindful of the significant level of resources required for the development and maintenance of such networks, the Inter-agency Network decided to focus its attention on linking and expanding the existing networks and databases. National partners should be included in this initiative.

74. A number of other useful resources are available and utilized. The inter-agency website, WomenWatch, managed by the Division for the Advancement of Women of the Department of Economic and Social Affairs, gives direct access to all the websites of Network members. It also provides a directory of resources on sectoral themes and issues to support capacity-building. INSTRAW has established a gender mainstreaming resource guide on its website[7] and will develop it as an interactive community of practice on gender mainstreaming. UNIFEM is developing and launching a global knowledge management online programming support site on violence against women.

75. The UNDP community of practice and knowledge management framework,[8] to be developed as part of its Gender Equality Strategy (2008-2011), contains a number of innovative elements. These include a global knowledge management advisory body, a baseline assessment of knowledge needs, a global portal on each focus area that is linked to regional and specialized sites, a system for the codification of good practices, and regional platforms linking and serving country offices.

76. The Division of Public Administration and Development Management of the Department of Economic and Social Affairs has developed the United Nations Public Administration Network, which includes gender equality issues. The Office for the Coordination of Humanitarian Affairs has a network of gender focal points for information sharing, and administers an inter-agency online discussion forum.[9] ILO and UNESCO have extensive networks for gender mainstreaming, including at the country level. WFP instituted a network combining gender-mainstreaming resources with a practical advice-sharing system for lessons learned. UNHCR reported an innovative online protection tool called "RefWorld" containing gender equality resources.

I. Management leadership and support

77. Strong leadership is crucial to strengthening capacity-building on gender mainstreaming as a priority within entities. Senior managers should play a major role in the effective implementation of capacity-building initiatives and adequate follow-up processes. Many entities, including the Department for General Assembly and Conference Management, the Department of Political Affairs, the International

[7] http://www.un-instraw.org/en/gender-mainstreaming.html.

[8] Empowered and equal: gender equality strategy 2008-2011, UNDP, paras. 108-110.

[9] http://ocha.unog.ch/ProCapOnline/index.aspx?module=viewpage&pageid=genforum.

Criminal Tribunal for Rwanda, the International Criminal Tribunal for the Former Yugoslavia, UNDP, UNEP, UNESCO, UNICEF and UNRWA, provide training on gender mainstreaming for managers to build their capacity to lead gender-equality work. In UNRWA, for example, all managers will receive gender training during 2008 and will be held accountable for gender mainstreaming through biannual progress reports, using scorecards, to be submitted to the Commissioner-General. Another effective strategy for holding managers accountable for gender mainstreaming through capacity-building is to require, as an outcome of training processes, the preparation of a plan on gender mainstreaming.

78. At the country level, resident coordinators have an important role to play in ensuring that Millennium Development Goal number 3, on gender equality and empowerment of women, is properly addressed in national reporting on the Millennium Development Goals, in Common Country Assessment/United Nations Development Assistance Frameworks and national poverty-reduction strategies. They are also convenors of the gender theme groups at the country level. To be able to deliver on these mandates, resident coordinators should systematically build the capacities of country team staff. The UNDP guidance note on gender mainstreaming requires that resident coordinators take the lead in gender mainstreaming, oversee the dissemination of good practices, and ensure the inclusion of gender analysis and data disaggregated by sex.

79. A preliminary analysis of the 2007 resident coordinator reports showed that resident coordinators in some countries have facilitated training of country team staff and the harmonization of gender-mainstreaming materials and have overseen the development of tools and manuals. They have also facilitated the sharing and coordination of tools and methodologies with partners.

80. The responsibility of resident coordinators in promoting, monitoring and reporting on the capacity-building of country team staff should be significantly strengthened. In particular, this should include enhanced support for regular training needs assessments and capacity-building plans, identification and allocation of resources, and identification of resource persons and training materials.

81. The recent introduction of the United Nations Development Group's 180-degree resident coordinator performance appraisal, and the application of the performance indicators on gender equality, should enhance the accountability of resident coordinators for capacity-building in gender mainstreaming.

J. Role of human resources offices

82. Human resources offices should play an important role in implementing and funding training on gender mainstreaming, including through incorporating gender perspectives into general staff development programmes and utilizing e-learning facilities. However, entity responses indicate that, in more than 60 per cent of entities, primary responsibility for capacity development for gender mainstreaming lies with gender-equality units.

83. In other entities, human resources offices and training and planning units are responsible for training in gender mainstreaming. In the United Nations Secretariat, at UNESCO, UNSSC, and in many funds and programmes, human resources offices provide funding for training on gender mainstreaming. At ESCWA, FAO, the

International Criminal Tribunal on the Former Yugoslavia and UNEP, gender-equality units work together with human resources offices on developing and organizing gender-mainstreaming training. UNEP set up a gender and human resources team to address all gender-related human resources management and training concerns. The Office for the Coordination of Humanitarian Affairs, UNFPA, UNICEF, WFP and WHO reported that human resources offices are not responsible for advocating for gender-mainstreaming training, but play an essential role in its implementation through the core programme training.

IV. Implementation of Economic and Social Council resolution 2006/9

84. In its resolution 2006/9, the Council called upon the Secretary-General to report on the impact of inputs of the Commission on the Status of Women to discussions within the United Nations system. The agreed conclusions from the Commission's consideration of priority issues provide mandates for the work of the United Nations system, and the Commission's review of implementation of agreed conclusions provides further guidance. The recent discussions and outcomes in the Commission have impacted on the activities of entities in the system.

85. With regard to the agreed conclusions on the priority theme "The elimination of all forms of discrimination and violence against the girl child" (2007) (E/2007/27), a number of entities scaled up their outreach activities, carried out research which highlighted the situation of marginalized adolescent girls and those living in vulnerable situations, and identified gaps in policies and strategies aimed at protecting the girl child from commercial sexual exploitation. The work of the Commission on the Status of Women on the girl child created momentum for the recent Inter-agency statement on the elimination of female genital mutilation co-sponsored by 10 United Nations agencies[10] to bring violence against girls to the fore and strengthen the commitments of United Nations entities to address female genital mutilation.

86. In relation to the review of the agreed conclusions on "Women's equal participation in conflict prevention, management and conflict resolution and in post-conflict peacebuilding" (2008), many entities reported on intensifying their advocacy and sensitization campaigns to increase women's participation, particularly at the country level, in collaboration with governments and civil society. They also used the related Commission on the Status of Women agreed conclusions (Council resolution 2004/12) to design research projects and develop capacity-building tools, as well as to establish links to other sectors.

87. The Commission's review of the theme "The role of men and boys in achieving gender equality" (2007) galvanized the work of many United Nations entities by offering new opportunities to partner with men's organizations fighting violence against women, target men and boys to raise awareness and change attitudes, and involve them in supporting HIV/AIDS care and treatment activities, such as home-based care and prevention of mother-to-child transmission.

[10] ECA, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, OHCHR, UNICEF, UNIFEM and WHO.

V. Conclusions and recommendations

88. **United Nations entities need to further strengthen their efforts to fully implement the gender-mainstreaming strategy in support of the efforts of Member States at the national level for gender equality and empowerment of women. In most entities, gender-equality policies, strategies and action plans include concrete actions to develop capacity and improve accountability and monitoring and reporting on implementation of gender mainstreaming.**

89. **Entities use results-based management frameworks and multi-year funding frameworks, with targets and indicators, as a means to improve implementation and monitoring of progress in gender mainstreaming. Use of sex-disaggregated data has increased and an important inter-agency initiative, Gender Info, will also be useful for national partners.**

90. **Increased efforts have been made to incorporate attention to gender perspectives at the country programme level, using common country assessments/United Nations Development Assistance Frameworks, national reports on the Millennium Development Goals, national development strategies and poverty reduction strategy papers. Some progress at the level of analysis has been noted but further efforts are needed to ensure that the outcomes of analyses are translated into operational action.**

91. **A wide range of effective methodologies, tools and resources have been developed and applied by entities across the system. Increased inter-agency efforts are being made to ensure that these existing methodologies, tools and resources are more systematically shared among entities and with partners at the national level, including through electronic networks and databases.**

92. **Many entities have included accountability for gender mainstreaming in overall institutional accountability frameworks, monitoring, evaluation and oversight mechanisms, and staff performance appraisals. An inter-agency initiative will establish common accountability frameworks for both headquarters and field levels. In many entities, however, lack of responsibility for gender mainstreaming among staff and managers remains a challenge.**

93. **The under-resourcing of gender-equality activities, including for the gender-mainstreaming strategy, also remains a significant challenge, as underscored at the fifty-second session of the Commission on the Status of Women. The ability of the United Nations to assess resource allocation and expenditure is being addressed at both the entity-specific and inter-agency levels.**

94. **Entities reported on efforts made to enhance the capacities and resources of gender specialists at both the headquarters and country levels. However, the overall low number of gender specialists at all levels and the continued problems with the gender focal point systems at the country level constitute significant constraints to systematic and effective implementation of gender mainstreaming. Greater collaboration within and between United Nations country teams on gender specialists and resources is needed.**

95. **Inter-agency collaboration has increased and specific initiatives focus on: accountability mechanisms; sharing of experiences, good practices and resources; sex-disaggregated data and indicators; and capacity-building. Pilot**

projects to establish more coherent multi-entity approaches at the national level, including on violence against women, are in place. Despite this, many promising practices on gender mainstreaming are not shared and more systematic and effective inter-agency collaboration is required on experiences, lessons learned and good practices.

96. **In response to paragraph 4 of Council resolution 2006/36, most entities reported specific commitments made with regard to capacity-building for gender mainstreaming, including in overall capacity-building programmes. Mandatory training has been introduced in some entities and training for different themes and different categories of staff, including management levels, has also been established. Training for gender specialists and focal points has been provided by many entities, but progress in this area has been uneven.**

97. **Innovative forms of capacity-building have been introduced, including many electronic self-learning programmes. There is a need for strengthened programmes and follow-up at all levels and enhanced attention from senior management, including resident coordinators, to ensure an enabling environment for, and full impact of, capacity-building.**

98. **Many entities have made efforts to utilize the outcomes of the consideration and review of priority themes in the Commission on the Status of Women, as mandated in resolution 2006/9. Actions have been taken to increase advocacy, research and analysis, and operational work, through both entity-specific and inter-agency initiatives. Increased efforts are, however, needed to more systematically and effectively utilize the outcomes of the Commission across the system.**

99. **While promising initiatives have been taken by all entities and effective inter-agency collaboration has increased, overall progress on the implementation of gender mainstreaming has been uneven and persistent gaps and challenges remain in all areas.**

100. **To further strengthen the implementation of its agreed conclusions 1997/2 and its resolutions 2006/9, 2006/36 and 2007/33, the Council may wish to further encourage the United Nations entities to take the following actions:**

(a) **Further strengthen leadership on gender mainstreaming, through, inter alia, requiring more explicit attention to the strategy at the highest level; providing capacity-building for managers; and requiring senior management to report regularly on gender-equality results;**

(b) **Clearly establish the responsibilities of resident coordinators vis-à-vis gender mainstreaming at the country level, including ensuring attention to gender perspectives in all United Nations country team activities and supporting the work of gender theme groups;**

(c) **Clearly delineate, including through job descriptions and workplans, the responsibilities of all categories of staff for gender mainstreaming, and establish specific accountability mechanisms, including staff performance appraisals and compacts;**

(d) **Further strengthen the incorporation of gender mainstreaming in results-based management frameworks and multi-year funding frameworks;**

(e) Further strengthen monitoring, reporting and evaluation of progress and identification of persistent gaps, using common methods and indicators developed collaboratively to allow assessment of progress across the system;

(f) Substantially increase resources for gender-mainstreaming activities, including for capacity-building and inter-agency collaboration, and accelerate development of more effective ways to measure resource allocations and expenditure on gender equality;

(g) Further strengthen the role of gender specialists and focal points through creating enabling environments which provide clear mandates, capacity-building, sufficient resources, access to decision-making processes; and support to networking;

(h) Develop or strengthen joint United Nations country team action on gender mainstreaming, utilizing the performance indicators and other tools prepared by the United Nations Development Group Task Team on Gender Equality and increase the sharing of resources and good practices within and between country teams;

(i) Accelerate efforts to introduce mandatory staff training in all entities, including through the increased use of electronic means, and to provide training tailored for specific sectors and the needs of different categories of staff;

(j) Further strengthen inter-agency efforts to ensure a coherent approach to gender mainstreaming across the system, including through full operationalization of the system-wide policy and strategy on gender mainstreaming;

(k) Further strengthen knowledge management and exchange across the system, including through inter-agency efforts on electronic networks and databases;

(l) Ensure that gender perspectives are fully incorporated in the preparations for the midterm review of implementation of the Millennium Development Goals and the review of the Monterrey Consensus on financing for development.